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✓ Report

of the

✓ Graduate School,

1946 *



United States Department of Agriculture
Washington, D. C.

UNITED STATES DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL
WASHINGTON 25, D. C.

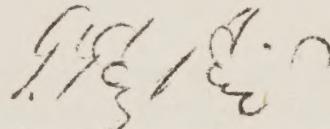
November 29, 1946

Hon. Clinton P. Anderson
Secretary of Agriculture

Dear Mr. Secretary:

Herewith the General Administration Board of the Graduate School submits as its report on its stewardship of the Graduate School for the year ended August 31, 1946, the Report of the Director of the Graduate School, 1946.

Sincerely yours,



T. Roy Reid, Chairman
General Administration Board

UNITED STATES DEPARTMENT OF AGRICULTURE
GRADUATE SCHOOL
WASHINGTON 25, D. C.

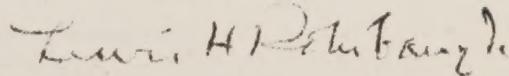
November 26, 1946

Mr. T. Roy Reid, Chairman
General Administration Board

Dear Mr. Reid:

Herewith I submit a report of the work in the Graduate School for the School year ended August 31, 1946.

Sincerely yours,



Lewis H. Rohrbaugh
Director

REPORT OF THE DIRECTOR OF THE GRADUATE SCHOOL, 1946

Introduction

In September, the Department of Agriculture Graduate School completed a quarter-century dedicated to the improvement of the service and the increasing of employee usefulness.

The Department may look upon this record with considerable satisfaction. As was stated in a Secretarial Memorandum dated September 17, 1946: "It would be impossible to assess how much the Graduate School has meant to the development of the Department. We know that its role has been a broad and vital one as regards both agencies and programs, and employee morale and performance."

As the Graduate School has developed from an original faculty of ten to one of over two hundred, and from an annual enrollment of three hundred to the current average of between five and six thousand, its service to a total of almost 60,000 Federal employees has meant that its contribution has been strongly felt throughout Government. In the words of President Truman, the Graduate School "..... has proved to be one of our most significant and productive instruments for better government."

Conditions now are similar in many ways to those which obtained when the Graduate School was established. As a war aftermath there are extreme shortages of adequately trained scientific personnel. More than ever there is need to attract and to retain in the Federal service competent personnel. There is need to provide Government personnel with opportunities to train themselves for proficiency in present positions and for advancement to better positions, and to progress educationally as they advance in job proficiency and responsibility.

Thus there is opportunity for the Graduate School not only for a continuation of past service but for applying this experience to present-day and future needs so effectively that the School's contributions to better government may be multiplied.

Management

Several changes occurred in General Administration Board membership. James T. Jardine and H. R. Tolley retired from the Department, while Grover B. Hill and his successor, John B. Hutson, resigned. To fill these vacancies the Secretary appointed Robert H. Shields, Oris V. Wells and M. L. Wilson. Effective at the end of the 1944-45 Personnel School year, Director Johnson and Assistant Director Shannon Changes resigned, the former to take a post with the University of Oregon and the latter to return to the University of Kentucky. Lewis H. Rohrbaugh was appointed Director, taking office on September 1, 1945, and in January Harold F. Eisele was appointed Assistant Director. Both men have been associated in various capacities with the Department for some time. Dr. Rohrbaugh had returned two months prior to his position as Assistant to the Director of Personnel from a year's leave of absence to UNRRA as Deputy Chief of Mission for the UNRRA Mission in Greece; Dr. Eisele transferred from the position of Head, Professional and Technical Training, Office of Personnel.

Extensive changes were made in administrative policies and practices. The regulations, procedures and administrative policies of the Department were applied to Graduate School operations with the exception of those General instances where the Board has authorized or may authorize Administration procedures more appropriate to particular problems. Continuing in this direction, there will be gathered into one over-all framework during the next year present scattered statements of broad policies and regulations, with any necessary additions.

The most extensive changes were in the area of financial administration. Fiscal and budgetary policies and implementing procedures were developed. The School's first budget was formulated and, along with other new provisions, the budget process has proved extremely helpful as a better-management tool. Effective with the Financial Administration 1946 Summer Program, tuition fees were raised moderately. They remain the most reasonable in the District. A Committee on Audit, appointed to study continuously ways in which fiscal management could be improved, already has been the source of several innovations.

The fiscal experience of the School during the year has been satisfactory. During the previous two years the School operated at a loss. Instead of an anticipated net loss of between eight and nine thousand dollars for Financial 1946 there has been a net gain of over two thousand dollars. Status This has been due to several factors, including savings resulting from reorganizational steps, and increase in tuition fees. Details as to financial status and operations are to be found in the 1947 Budget Estimates and the Report on Audit, 1946. While the current financial picture is satisfactory, it is obvious that

activities year after year will have to be trimmed so closely to tuition income as not to permit, without aid from other sources, expansion on a broad and long-range basis into the non-course type of activity in which the School increasingly is being called on for leadership and coordination.

Personnel Administration Application of Departmental policies and regulations have contributed not only to improved management but have meant much to employee morale. While no retirement provisions are now in effect, the Board has voted to adopt an appropriate system and this is now being developed.

Educational Administration After extensive study, numerous organizational changes were made. Departmental committees were enlarged from five to eight members, with overlapping terms of office. The post of chairman was made appointive instead of elective. Numerous changes were made in existing committee personnel. In five of the eight departments programs were reorganized into divisions, and divisional committees were established. In establishing these, and in filling vacancies and new posts on departmental committees, the appointees are outstanding experts from Government, professional societies and universities.

Department Structure There is no set organizational pattern for all departments. Each is adjusted to the nature of the fields it covers. Thus the Department of Technology, until this year called the Department of Engineering and Mechanical Arts, has divisions but not divisional committees. Instead the departmental committee is advised by three over-all associated committees, one made up of representatives named by the heads of selected Federal agencies, one consisting of representatives designated by each of the national engineering societies and a third on agricultural engineering composed of Agriculture personnel. Each division is chaired by a member of the departmental committee and within certain divisions specialized subject matter committees function.

Committee Operations Committees were also set up on non-program matters, including a Committee on Facilities and a Committee on Information. Altogether the traditional eight committees composed of forty persons were increased to thirty-seven committees with a combined membership of over two hundred and fifty persons.

These and related steps were taken as part of a program aimed at broadening the base of Graduate School planning and administration, by decentralizing to departmental and other groups responsibility and authority which each in its own technical field is best equipped to handle. Committees almost without exception were quick to accept and act on delegation of broader responsibilities. This development brought about more thorough and technically sounder attention to program planning, faculty selection and related matters. It has meant too that Graduate School management has been able to spread its administrative resources further and devote more attention to needy areas, without in any way sacrificing its own basic administrative responsibilities.

Students and Faculty

Registration this past year was lower than in any of the three previous years, ten percent less than in 1943 and 1944 and about twenty percent lower than 1945, the peak registration year. The greatest percentage reduction was in the Fall semester, with the difference decreasing in the Spring and Summer. The drop in registration was due to several factors, among them job uncertainty on the part of the large proportion of war service employees, and the need for reorganization of course programs in line with current needs. Although it is impossible to predict accurately, it is felt that because of program adjustments, careful attention to information distribution and more settled personal situations, registration during the coming year will increase considerably.

Arrangements were made with Veterans' Administration for ex-servicemen to apply provisions of the Servicemen's Readjustment Act of 1944 to work taken at the Graduate School either in residence or by correspondence. Fifteen percent of Spring semester students were veterans of World War II; in the Summer Program the percentage rose to thirty-six. The percentage of students who were employees of Agriculture was between fifteen and sixteen percent; during the year eight hundred and sixty four registered. By age groups the highest registration was in the 26-30 year spread while overall the emphasis was in the 21-40 year group. About 52 percent of all students were college graduates and some 11 percent of these had Master's or Ph.D. degrees.

During the past year many university professors on leave to Government agencies during the war returned to their institutions. To a considerable degree this and the departure of some career employees to accept university posts caused turnover in Graduate School faculty. In planning for 1947, departmental and divisional committees participated expensively in faculty selection, acting on the basis of an injunction to recommend the outstanding men in this area. Also as part of this planning, emphasis was placed on securing able instructors who will continue for at least several years in the teaching assignments with the Graduate School. Faculty standards remain consistently high.

Program

Graduate School services in the past have consisted chiefly of programs of instruction in Washington, with limited activities for the field service. In recent years, particularly the past year, the School has been called on for other types of service of a consulting, coordinating and in some cases implementing nature, mainly for individual bureaus and for the Department but also for other agencies and Government in general.

Aside from the operation of going programs, major emphasis this past year has been directed to a broad study of what course programs should

Instructional Programs
in Washington

be made available in various subject matter fields to the end that such programs would be integrated and progressive, of a standard above or at least equal to those of our outstanding universities, and geared directly to present and future educational needs of Federal employees in all levels and types of responsibility.

This broad work plan got underway in November with the reorganization and expansion of departmental and committee structure referred to above. Committees were delegated full authority and charged with responsibility for thoroughgoing studies of needs in their given fields, organization and description of proposed courses and assignment of these to levels (e.g., graduate, advanced-undergraduate and undergraduate) and the selection of the best qualified men in Washington to give the courses. Recommendations went from divisional to department committees about March 1. The latter discussed the proposals, usually with representatives of divisional committees present, then adjusted and integrated the reports of their associated committees into final departmental programs.

The resultant program represents an expansion in instructional offerings and, more significant, the development of closely-integrated and progressive programs. The 1947 over-all course program is 59% larger than that for 1946, while the reorganization has been such that 40% of 1947 courses are now to the curriculum. Considerable change has been made in the distribution of courses by levels; many courses retained were lowered in level in line with course content and prerequisites, while a high percentage of those introduced were of graduate level. As contrasted with this past year's course proportion of 12%--graduate; 31%--graduate--advanced undergraduate; and 57%--undergraduate, 1947 percentages are, respectively, 19%, 23% and 58%. Statistically, about three times as many courses of strictly graduate level will be available.

Special attention was placed this year on the study of current, and the development of more effective, methods of student selection. Effective selection standards are essential not only in connection with more homogeneous groupings and better instruction, but also in the interest of

Selection adherence to standards followed by leading universities so as to insure acceptance of credit transfer for advanced degrees at those institutions. In the work on standards emphasis was placed on the study of prerequisites. A Committee on Prerequisites examined each course offered, consulting also with instructors. Its recommendations were checked against and reconciled with those of divisional and other committees.

Space permits only token illustrations of program developments; for the most part they are reflected in the 1946-47 Bulletin. In the Department of Social Sciences the Committee on Agricultural Economics, one of the Department's seven divisional committees, developed an outstanding program in agricultural economics leading to a certified statement of accomplishment in agricultural economics with three possible fields of application. The Committee on International Problems and Policies set up an international relations program which may serve as a pattern in this field for university programs in this country, and is under study by institutions and government agencies in Great Britain.

In the Department of Mathematics and Statistics, adjustments in an already well-developed program constitute the equivalent of the doctorate in three alternative fields. This Department, offering what is probably the country's largest and strongest program, also developed an internship program in sampling for advanced students and other persons from universities, industry and the public service, under direction of an internship committee representative of the concerned Federal agencies, and of Cornell University and University of North Carolina.

Graduate School operational work for field employees always has been limited. In part this has stemmed from the policy of undertaking field instruction only after other possibilities have been exhausted of persuading or assisting a local institution to meet the need. Elsewhere

Programs for Field Service this report carries more information in connection with the last named type of service rendered by the Graduate School. In the past year this program has been held in status quo while major attention was given reorganization in Washington. An advanced resident seminar in agricultural policies was carried on in California for Department and other agricultural officials, with the cooperation of the University of California. The correspondence study program continued to operate fairly effectively; conservative expansion of the courses and a new information program calling attention to their availability are scheduled for this next year. Arrangements were made with Veterans Administration to include these courses in those to which veterans' educational benefits may be applied.

Reference was made earlier to the increase in instances in which the Graduate School is called on to assume responsibilities of a consulting, coordinating, organizational or operational nature with reference to

Consultative, Coordinative or Organizational Services educational activities other than instructional programs, which for the most part have constituted past services. This development reflects respect and recognition accorded Graduate School programs by the Department and by Government at large. It is a recognition also of the usefulness of the Graduate School as an effective instrument in meeting educational problems of a general nature, having to do with Department, and Government, resources and needs. The growth in this type of service has stretched fairly taut the personnel

resources of the School. The saving factor has been the use of these resources as catalytic agents, the fact that Graduate School service has been that of integrating, with respect to a given problem, the many other available resources. A few examples will illustrate this service which has come to loom so large in Graduate School operations.

A Beltsville Graduate School committee was organized to study and move to meet educational needs of Beltsville employees at all levels. Its approach is not in terms of Graduate School programs, but rather to bring to focus all available resources in this area. If legislation now being

Beltsville Needs Foreign Interns held for presentation to the next Congress receives affirmative action, the School will take over from the Office of Foreign Agricultural Relations departmental responsibility for organizing and integrating educational and work programs, involving both the Department's bureaus and educational opportunities--including those of the Graduate School, for interns sent by foreign governments to be trained in various phases of agricultural research and action programs. The legislation represents a new departure in that there would be no subsidy by Congressional appropriation; it would permit reimbursement of bureaus for monies expended directly with reference to interns. The proposal was made by OFAR, and after Board approval it was translated into draft legislation which was approved by the Secretary and by the Bureau of the Budget, which in turn cleared the matter with such concerned agencies as the Department of State.

In January the Graduate School and the National Research Council will sponsor a conference of representatives of selected universities and of appropriate Federal scientific agencies called to explore possible development of cooperative machinery by which the unparalleled resources

Earth Sciences of Government agencies concerned with the earth sciences (geology, geography, soils, etc.) may be made available for thesis and advanced research work to graduate students from universities specializing in these fields. During the year a member of the administrative staff and Department scientists carrying broad Graduate School responsibilities in their respective fields represented the Department on the Science Training Group, affiliated with the Civil Service Commission Advisory Committee on Scientific Personnel. The objective of this interdepartmental group is to stimulate a community of action towards meeting the shortage in scientific personnel.

Now under study is a proposal which would have the Graduate School assume responsibility for organizing and giving general coordination to a plan under which a limited number of carefully selected faculty members and advanced students from land-grant institutions would do advanced research or secure advanced work experience in agriculture agencies having unique facilities in certain research or action fields. During the year consultative services were provided a large number of agencies, both within and outside the Department, in connection with a variety of educational problems.

Summary

In general this past year has seen extensive reorganization of the Graduate School. As regards management changes, adjustments have included adoption of budget and related fiscal controls and procedures, one of the results of which has been achievement of a sound financial status. As regards educational administration, organizational structure has been strengthened and Government resources drawn more extensively and intensively into School operations; course offerings have been expanded and at the same time closely integrated. These developments, along with the increase in services of a non-course nature, have served to integrate the Graduate School more closely with Government agencies; they have resulted especially in closer articulation of Graduate School services and Department activities.

